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Introduction

This paper traces the history of Barnardos Australia which began in London in 1867 and commenced work in Australia with child migration in 1921. Barnardos Australia began work with children and young people who were orphans or who could not live with their parents. Today we continue to provide high quality out of home care, however, we work increasingly to prevent abuse and neglect to reduce entry into 'out of home' care, and improve child welfare.

Barnardos Australia takes its values and direction from the work of its founder, Dr Thomas John Barnardo. We are part of an international "family" of agencies which are in the United Kingdom, Ireland and New Zealand. Each agency has adapted to local conditions and social problems affecting children, with Barnardos Australia being incorporated in Australia in 1995.

Our origins in the work of Dr Thomas John Barnardo

Born in Dublin in 1845, Dr Barnardo originally commenced training as a missionary with the China Inland Mission. However, the directors of the mission suggested that he should train as a doctor. Thus, Barnardo commenced study as a medical doctor and while he was a student in London, he worked part-time at a "Ragged School" and became aware of the poverty and homelessness experienced by children in the city. On realising that one of his students, ten year old Jim Jarvis, had no family or home, Barnardo asked the boy to show him the conditions under which he lived. Jim showed him where a group of children were sleeping on the iron roof of an old clothes market off Petticoat Lane. Barnardo became aware of the terrible living conditions often endured by these young children and estimated that there were 30,000 homeless children living in the East End.

Beginning work with these children, Barnardo opened a mission for the children in the assembly rooms over the Kings Arms on the corner of Mile End Road. He then established the "East End Juvenile Mission" and was given donations to buy two cottages in Hope Place, Stepney—one for boys and one for girls. Barnardo abandoned his missionary plans for China in 1870 when offered one thousand pounds to work with the homeless. Barnardo rented a house at 18 Stepney Causeway and this became his first boys' home. The house took 33 boys; however, many others had to be turned away because of lack of money and space. One of the boys turned away was 11 year old John Somers (nicknamed "Carrots" because of his red hair) who died of cold and hunger some days later. Barnardo decided that no other child should die in this way and placed a sign over the door that read, "No destitute child ever refused

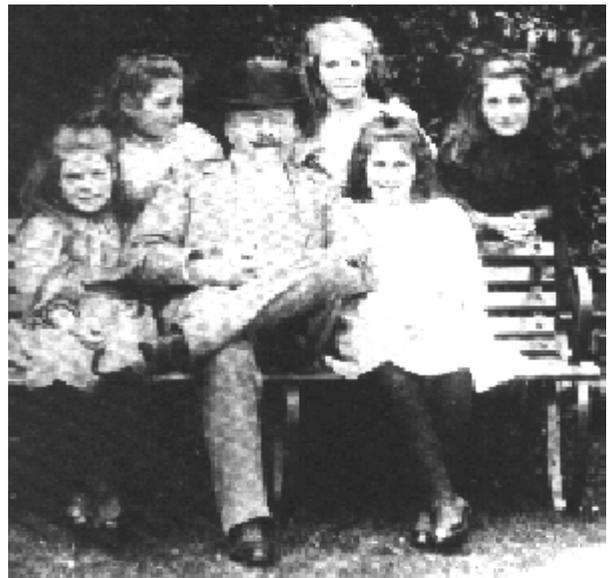
admission". Barnardo was not, and Barnardos Australia is not auspiced by any church and it is our philosophy that children of all races and creeds should be cared for.



Dr Thomas John Barnardo

In 1873, Barnardo married Syrie Elmslie and opened a Home for Girls at Mossford Lodge, Barkingside. This was followed in 1876 with the opening of the Village Home for Girls in Barkingside, Ilford in Essex. Ten years later Barnardo had 1,000 children in his care. A second home, Leopold House, was opened in London, followed by Homes in Birmingham, Cardiff, Leeds, Newcastle and Liverpool. All Homes were open to all children, regardless of race or creed.

Dr Barnardo with girls at the Girls' Village Home



Barnardo began to foster children out to families and during his lifetime arranged foster care for over 4,000 children. He also worked with children with disabilities. He opened a small hospital in Stepney Street and the Children's Fold in Ilford. These were followed by Homes in Lancashire and Yorkshire.

Barnardos stress on education and training for life led to a search for opportunities in the colonies. In 1871 a family of three children (the Regan's) rescued from London's slums, came to live on a New South Wales sheep farm. In 1882 the first Barnardos boys sailed for Canada. In 1883, an unofficial party of boys left Barnardos Stepney Home for Fremantle.

Barnardo maintained contact with Australia by sending a party of eight "Musical Boys" to tour Australia and New Zealand in 1891-92. Apart from bringing tangible proof of the work of Barnardo, they also raised 10,000 pounds. The money raised

from this tour and a subsequent tour in 1902–03 was used to build the Australasian Hospital at the Girls' Village at Barkingside. Thus, the link between the two nations was forged. These tours provided useful contacts for Barnardos in Australia and, when Lord Brassey was appointed Governor of Western Australia (he was President of Dr Barnardos Homes at the time, in England), he promised to provide land from his Australian holdings for a Barnardo farm and began lobbying the then Western Australian Government. Between 1896 and the end of the First World War, several parties of Barnardo's children immigrated to Western Australia. Dr Barnardo died in 1905.

Our work with child migrants in Australia: From 1921-1967

Barnardos "official" Immigration Scheme began to take shape in 1920. A representative of Dr Barnardos Homes in England, Miss Mabel Cameron, was sent to Australia to raise funds and support for the institution and the Immigration Scheme, which, by this date, was sending great numbers of children to Canada. Whilst in Sydney she called upon the Millions Club— whose common aim was to fill Australia with a million farms worked by a million British migrant settlers. The Club's President, Sir Arthur Rickard, urged Miss Cameron and the Board of Dr Barnardos in London to, "send the boys here . . . you'll find we'll treat you right royally". After an exchange of cables and negotiations between Sir Arthur and the Board, the first party of 47 boys left the United Kingdom for Australia in 1921.

The first reception hostel in New South Wales was a home that was purchased in Ashfield. It was named "Barnardo House". This two-storey residence was used as a place of temporary residence for children upon their arrival in Australia and also as a convalescent home for boys. From 1921 to 1928, 881 children arrived in Australia. The previous experience of migrating children to Canada and the rise in standards expected of child care organisations in the UK assured that the system and treatment of children subscribed to by the 'blue book' (standards and policies to be followed by Barnardos for the care of children-in-care of the organisation) was adhered to.

In 1948 the UK press had certain criticisms of child migration and Mr P T Kirkpatrick, General Superintendent of Homes, came from England to examine the condition of the children. He reported that "standards of care were very high". Local support groups were formed to further support the children (for example, in Singleton, Scone and Wagga).

With the opening of the Barnardos farm training school at "Mowbray Park", Picton, in 1929, children were able to come to Australia and attend a school built on the property. Later they attended a larger central school in the nearby township. When the children reached 16 years, the boys became farm trainees for six months and the girls were trained as domestic servants. Eventually most settled in New South Wales with some on individual farms and others in homes. Time has seen these immigrant children grow and raise families of their own and contribute greatly to Australian life. By 1938, 2,340 children had arrived in Australia. The film "The Boy from Barnardos"

was being shown in 100 theatres. During World War II, many Barnardos boys and girls joined the Australian Armed Forces and Barnardos Head Office assisted them by keeping their pay allotment monies for them and banking it. In 1944, the first Australian girl was admitted to Barnardos care.

It was becoming obvious that, like the rest of the Australian population, fewer Barnardos boys and girls wanted a life in the country. The drift to the city amongst former farm lads became even more marked than in the period before the war. When the large farm school at Picton closed in 1959, a smaller farm school was opened at Scone on the Upper Hunter River that later admitted some Australian children. This farm school closed in 1982.

No children arrived during the war years, but Barnardos assisted children evacuated from the United Kingdom for the duration of the war. After the war, Barnardos continued to send children on a diminishing scale. During this time, Barnardos opened a new group of homes for brothers and sisters at Normanhurst, in Sydney's north. Three cottages were opened for children, aged from ten upwards, who attended local schools and later went on to positions in shops or offices or were apprenticed in the area.

Working with Australian children: 1955- 1985

In 1955, Dr Barnardos Homes (Australian Branch) began work with local children by introducing foster care and a Holiday Home Scheme, allowing children in homes to board with families during holidays. In 1964, Barnardos House opened in Canberra, the first residential children's home for permanent care to be opened in the Australian Capital Territory, and the Boarding Out Family Grant Scheme to help mothers widowed or deserted was introduced.

In 1966 our name changed from Dr Barnardo's Homes (Australia Branch) to Dr Barnardo's in Australia. In 1967 child migration ceased and a Family Care Service was established with offices in Wilmot Street, Sydney. Financial assistance for this was provided from Barnardos UK.

The period 1968–1978 saw a number of residential homes opened, including Canberra, Ryde and Keiraville. Some later closed as foster care was increasingly developed and these closures financed the establishment of the Barnardos Centre at Auburn (1974). This centre aimed to support families to keep their children. The year 1978 saw the Homemaker Service started at Auburn (now called Special Neighbours) along with Kids Friends. Kids Friends also started in the same year at the Canberra Centre. These programs formed the nucleus of what became the Children's Family Centres.

There are now no residential homes for children under twelve and the period since the 1970s has seen greater emphasis on family-based placements and services to improve the quality of life for children living with their own families.

Barnardos: 1985 to 2015 – the pursuit of permanency for children

From 1983 a new Director of Welfare later the Chief Executive Ms Louise Voigt formed a management team guided by the principles of permanent planning for children and young people. In the 1980s research in the USA, UK and Australia had highlighted the problems of children drifting without plans in the care system and the need for stability continuity and 'best standard' care for children. Barnardos responded to this research by increasing its work to keep children with their own families and, where this was not possible, making timely decisions for restoration to their own families or moving them permanently to another family. During this time, there was also an increased understanding of the difficulties facing adolescents affected by family problems; young people could no longer move easily into independent living as there were fewer job opportunities for unskilled young people and few housing options available. Youth homelessness was emerging as an increasing problem in Australia.

In order to help families in danger of having their children enter care, Barnardos developed a crisis foster care model of care called Temporary Family Care (TFC) in each of its Children's Family Centres. This crisis and respite foster care program aimed to prevent long-term removal of children from their families wherever the child remained safe, while focusing on the need of planning permanent care for other children during their childhood. The program commenced in central and eastern Sydney and was subsequently extended into Children's Family Centres: in Auburn in 1984 and Penrith, Canberra and South Coast in 1990. A further wave of programs based on the TFCs became possible when reforms implemented by the Wood Special Commission of Inquiry transferred many government services to non-government agencies (Wood 2008). Short-term care was thus developed in Orange (2012), Central Coast (2013) and Mudgee/Warrumbungles (2014).

In order to assist children who could not live with their parents permanently, community-based long-term foster care and adoption were developed. Find-a-Family began in Sydney (1984) and subsequently replaced a residential unit (Barnardo House) in Canberra in 1999. Given the work of the program in NSW the program de-centralised its services to Illawarra, Hunter/Central Coast and Western Sydney.

Many of the children in NSW FAF programs have been moved from long-term care to open adoption in an attempt to find the most secure new families possible. Barnardos' first adoptions occurred in 1985 and the number of adoptions has increased progressively since then. In line with research findings on the welfare of very young children, this program has focused on the earliest possible identification of the option for adoption. Early trauma has a greater chance of remediation if the child has a legally secure permanent family. Barnardos has actively pursued changes to provide adoption to more children who are permanently in the care system. We worked actively for changes to the adoption law in 1990, 2003 and 2009 and the Child (Care and Protection) Act 1998 (in 2001 to promote permanency planning and in 2014 to alter hierarchy of placement options). Work on ACT legislation has not

been so successful but permanency remains a core goal for the Canberra Centre. In 2014 a Centre for Excellence in Open Adoption was established and a major research project to review outcomes of all 200 adoptions till 2013 was begun with the University of Loughborough in the UK to position the research within the known international research context.

Work with adolescents was pursued through the Children's Family Centres and specialist services were also established. In 1985 a service for young people opened in Sydney called Kingston House which catered for Indo-Chinese refugees. In 1988 a Street-work program commenced in Marrickville and Hohnen House opened in Randwick. In 1996 a Post Release Options Program for adolescents in juvenile detention was opened in the Inner West of Sydney. In 1998 early intervention programs for youth homelessness through Reconnect programs in Canterbury and Marrickville and in 2000 the Orana Far West Centre commenced with Reconnect in Mudgee, Coolah, Rylstone, Wellington Narromine and Gilgandra. The streetwork program later expanded to cover Canterbury with an added Youth Development Officer position. Barnardos work contributed to submissions to the Human Rights Commission Report "Our Homeless Children" in 1989 (The Burdekin Inquiry). In Canberra a range of innovative programs were developed to support vulnerable adolescents in their communities.

Our experience in providing care for children and young people reinforced the need to prevent entry into care. We built on the family support programs established in Auburn and Canberra Centres to create integrated 'one stop' service for families. Two new Children's Family Centres were established at Penrith (1990) and on the South Coast (1990). Each of the four Centres had a range of support services, including crisis and respite foster care, semi-supported accommodation, child care, visiting services groups and youth support. Barnardos also established mentoring programs and two partnerships with family support agencies in Victoria. However, funding for the Kids Friends programs became difficult to maintain and a number of programs were closed in 2010. Each Children's Family Centre reflected local needs and the particular problems of local families. For example, the Auburn area was actively engaged with the problems of culturally and linguistically diverse (CaLD) families, Penrith and South Coast worked actively with new communities and Aboriginal families, and Western worked with rural and Aboriginal families. Family support services were expanded and two Family Referral Services on the South Coast and in Sydney were created.

Barnardos Australia was the first out of home care agency to receive the maximum five-year accreditation from the newly established NSW Office of the Children's Guardian for the TFC, Find a Family and Adolescent programs. First accreditation was in 2005 and subsequently in 2010.

Barnardos operations were affected by the 2007/8 Global Financial crisis. However, we have recovered from that and the Corporate Plans have shaped further emphasis

on reaching the most vulnerable children in our community. The main thrust of development has been expansion in rural areas and an increase of our models in out of home care. Following the Wood Special Commission of Inquiry, finding ways to meet the needs of Aboriginal children and undertaking continuous improvement in standards of care and support to families through case management systems and technology has been a priority.

Barnardos became increasingly concerned about the plight of children and young people in rural areas. Thus, a dispersed set of programs was developed in Western (2000) and Southern (2003) New South Wales. The Western Centre opened in Mudgee in 2000, followed by offices in Wellington (2001), Gilgandra and Narromine (2002) with programs that include Reconnect, Family Support, Community Networkers and Brighter Futures. The centre also covers Coolah, Rylstone, Coonabarabran, Cobar, Nyngan and Warren. In 2003 work began in Queanbeyan, followed by Cooma, Monaro/Jindabyne, Bombala and Palerang Shire. Orange Children's Family Centre opened in 2012.

Barnardos Australia has carefully considered its role with Aboriginal and Torres Strait Island children in both rural and urban areas, following the 'Bringing them Home' Report (Human Rights and Equal Opportunity Commission 1997). Barnardos was never involved with the Stolen Generations and has maintained a policy of not taking children into care when there are Aboriginal agencies able to assist. However, Children's Family Centres provide family support to many Aboriginal families. For example, Penrith and South Coast Sydney Metro Centres, rural New South Wales and Canberra. To better assist these families, the Corporate Plan 2005–2008 set a goal for 10 percent of Barnardos staff to be Aboriginal. In 2007 Indigenous workers formed "BIG" (Barnardos Indigenous Group) to assist the agency in helping Indigenous families. The 2008–2011 Corporate Plan aimed for 20 percent Indigenous staff and an increase in representation in management. In 2011, the first Aboriginal Senior Manager was appointed. Barnardos became a signatory to the national Memorandum of Understanding (An MOU developed by SNAICC 2008).

Barnardos sought concrete ways of assisting Aboriginal children, young people and families consistent with the MOU. Kin care programs have been developed to help Aboriginal family members to care for children from their community. These programs have been developed alongside the TFC programs. Learning Centres for young children were established in Sydney, Queanbeyan and Western NSW. Other programs were developed to strengthen Aboriginal families such as supported playgroups and parent education. Barnardos also began looking at ways to strengthen Aboriginal agencies and promote self determination through partnerships with local Aboriginal communities. In 2012 a Statement of Reconciliation was signed with the BIG group and Barnardos Board and a Reconciliation Action Plan was developed in 2014. Barnardos was approached by Link Up, an Aboriginal organisation, after a period of difficulty for them Barnardos assumed responsibility for the program, Narang Bir-rong. As part of the agreement to care for children and

staff Barnardos made a commitment to actively seek out a suitable Aboriginal agency to transfer full governance over to. This is slowly developing opportunities for innovative governance arrangements to increase self determination and stop entry of Aboriginal children into care.

Barnardos was very concerned with developing standards in out of home care and was influenced by the experiences of Old Boys and Girls, including two who sat on the Board. This concern with improving standards was reinforced by Australian Federal government inquiries on child migration (Senate Community Affairs Reference Committee 2001) and children in institutions (Australian Government Senate 2004). During the late 1990s, Barnardos was instrumental in introducing and tailoring case management systems in Australia. In 1997 Barnardos began The LAC Project, which modified the UK “Looking After Children” case management system (for children in care), adapting it to Australian conditions. LAC was made available to welfare agencies in most states. In 1999 Barnardos joined with researchers to adapt the “Assessment Framework for Children in Need” to Australia and we developed SCARF—“Supporting Children and Responding to Families” (a case management system for children who are at risk within their families). The Practice Development Unit was set up in 2007 to promote and manage the LAC and SCARF systems and in 2011 Barnardos Australia began work on MyStory with a view to combine LAC and SCARF into one system.

Barnardos has actively exploited information and communication technology to improve our work with families during this period. In 1997 Barnardos developed its first electronic database—iDOFS (Database of Family Services). In 2000 an electronic version of LAC (LACES) was developed and this was followed in 2007 by E-SCARF. An internal communication system –the Intranet- was established in 2001 and this was replaced by an IntraWeb in 2010.

Today, Barnardos contributes widely to Federal and State debate on the welfare of Australia’s disadvantaged children and young people and regularly publishes articles in the local and international literature. Increasingly the agency has focussed on contributing Barnardos’ practice experience. Development of specialist expertise has been used to lobby for the improvement of children’s welfare services across Australia. Barnardos is an active member of the Association of Children’s Welfare Agencies of Australia (ACWA) and is a founding member of Families Australia. Anticipating a shortage of well qualified welfare workers, Barnardos opened Australian Barnardos Recruitment Services (ABRS Socialworks) as a recruitment agency in 2003.